

Appropriations for FY2005: Legislative Branch

December 13, 2004

Congressional Research Service

<https://crsreports.congress.gov>

RL32312

Appropriations are one part of a complex federal budget process that includes budget resolutions, appropriations (regular, supplemental, and continuing) bills, rescissions, and budget reconciliation bills. The process begins with the President's budget request and is bounded by the rules of the House and Senate, the Congressional Budget and Impoundment Control Act of 1974 (as amended), the Budget Enforcement Act of 1990, and current program authorizations.

This report is a guide to one of the 13 regular appropriations bills that Congress considers each year. It is designed to supplement the information provided by the House and Senate Appropriations Subcommittees on Legislative Branch Appropriations. It summarizes the current legislative status of the bill, its scope, major issues, funding levels, and related legislative activity. The report lists the key CRS staff relevant to the issues covered and related CRS products.

This report is updated as soon as possible after major legislative developments, especially following legislative action in the committees and on the floor of the House and Senate.

Appropriations for FY2005: Legislative Branch

Congress agreed to a 1.2% increase in its budget authority for FY2005, appropriating \$3.57 million, subject to a 0.80% rescission. Although legislative branch agencies requested an overall 12.5% increase, the chairmen and some members of the House and Senate Subcommittees on Legislative Branch indicated early in budget discussions the probability of a fairly flat FY2005 budget. Subsequently, during markup the House and Senate Committees on Appropriations approved a freeze on FY2005 legislative branch budget authority. The House bill (H.R. 4755) contained a -0.1% change from FY2004, excluding Senate items; the Senate's version of H.R. 4755, amended to contain the language of S. 2666, contained a +0.33% change, excluding House items. Both bills fell below the 1.3% increase agreed to earlier this year by the House and Senate for discretionary agencies and programs under jurisdictions of the House and Senate Subcommittees on Legislative Branch. Among elements under consideration during discussions on the FY2005 budget were

RL32312

December 13, 2004

Paul E. Dwyer
Specialist in American
National Government

- impact of a flat budget funded at the FY2004 level with additional appropriations to pay for mandatory expenses (annual salary increases and related increased personnel costs), and for costs of goods and services increased due to inflation;
- impact of a budget funded at the FY2004 level with no additional funds for mandatory expenses and inflationary increases;
- impact of a tight budget on funding to equip and startup the Capitol Visitors' Center (CVC) (the House bill did not contain funds, while the Senate bill contained \$7.6 million; conferees authorized a transfer up to \$10.6 million to the CVC;
- impact of funding restrictions on implementation of additional security enhancements within and around the Capitol complex, including funding for the Capitol Police;
- elimination of the Joint Economic Committee (proposed but postponed in House Subcommittee markup; not considered in full committee markup);
- authorization for the Government Accountability Office (GAO), formerly named the General Accounting Office, to study statutory jurisdictions of the joint economic and taxation committees to determine possible overlap (included in the House bill, but specifically not supported in the Senate bill);
- elimination of the Capitol Hill mounted police force (adopted during House Subcommittee markup, but supported in Senate report language); and
- extension of dental and vision benefits to Members and House employees (proposed for employees but postponed during House Subcommittee markup); considered and agreed to in full committee markup (applicable to both employees and Members).

Contents

Most Recent Developments	1
Introduction to the Legislative Branch Appropriations Bill	1
Status of FY2005 Appropriations	3
Action on the FY2005 Legislative Branch Appropriations Bill	
(H.R. 4755; S. 2666; Incorporated in H.R. 4818, Consolidated	
Appropriations Act, FY2005)	4
Submission of FY2005 Budget Request on February 3, 2004	4
Submission of FY2005 Budget Amendments on May 6, 2004	4
House Hearings on FY2005 Budget Request	4
Senate Hearings on FY2005 Budget Requests	5
FY2005 302(b) Allocation for the House and Senate Subcommittees	
on Legislative Branch	5
House Subcommittee Markup of FY2005 Bill	5
House Full Committee Markup of the FY2005 Bill	6
House Report of FY2005 Bill (H.R. 4755)	8
House Passage of FY2005 Bill (H.R. 4755)	8
Senate Full Committee Markup and Report of the FY2005 Bill	
(S. 2666)	9
Senate Passage of FY2005 Bill (H.R. 4755, Amended to Contain	
S. 2666)	9
Conference Report on FY2005 Bill	10
FY2005 Legislative Branch Funding Issues	11
Capitol Complex Security — U.S. Capitol Police	11
Funding Issues	11
Capitol Complex Security — Capitol Visitors' Center	11
Architect of the Capitol Operations	12
Funding Issues	12
House of Representatives	13
Overall Funding	13
House Committee Funding	13
Senate	14
Overall Funding	14
Senate Committee Funding	14
Support Agency Funding	14
Congressional Budget Office	14
Government Accountability Office	15
Library of Congress	16
Congressional Research Service	17
Government Printing Office	17
For Additional Reading	26
CRS Reports	26
Selected Websites	26

List of Tables

Table 1. Legislative Branch Appropriations, FY1995 - FY2005	3
Table 2. Status of Legislative Branch Appropriations, FY2005 (P.L. 108-447, Consolidated Appropriations Act, FY2005)	3
Table 3. Legislative Branch Appropriations, FY2005 (H.R. 4818, P.L. 108-447, Omnibus Appropriations Act)	19
Table 4. Capitol Police Appropriations, FY2005 (H.R. 4818, P.L. 108-447, Omnibus Appropriations Act)	21
Table 5. Architect of the Capitol Appropriations, FY2005 (H.R. 4818, P.L. 108-447, Omnibus Appropriations Act)	22
Table 6. Senate Appropriations, FY2005 (H.R. 4818, P.L. 108-447, Omnibus Appropriations Act)	23
Table 7. House of Representatives Appropriations, FY2005 (H.R. 4755; H.R. 4818, Division G of P.L. 108-447, Omnibus Appropriations Act) ...	24

Appropriations for FY2005: Legislative Branch

Most Recent Developments

On November 20, 2004, both houses agreed to the conference report on a consolidated appropriations bill (H.R. 4818), containing the FY2005 legislative branch appropriations bill, along with eight other regular annual appropriations bills on which action had not yet been completed.¹ H.R. 4818 was signed by the President on December 8, 2004 (P.L. 108-447, 118 Stat. 2809; 658 pages).

Introduction to the Legislative Branch Appropriations Bill

The annual legislative branch appropriations bill contains two titles. Appropriations for legislative branch agencies are contained in Title I. Title II contains general administrative provisions, and from time to time, appropriations for legislative branch entities. For example, in the FY2003 Act Title II contained funding for the John C. Stennis Center for Public Service Training and Development and the Congressional Award Act.

Congress changed the structure of the annual legislative branch appropriations bill effective in FY2003. Prior to enactment of the FY2003 bill, and effective in FY1978, the legislative branch appropriations bill was divided into two titles. Title I, Congressional Operations, contained budget authorities for activities directly serving Congress. Included in this title were the budgets of the House, the Senate, Joint Items (joint House and Senate activities), the Office of Compliance, the Congressional Budget Office (CBO), the Architect of the Capitol (AOC) (except the Library of Congress (LOC) buildings and grounds), the Congressional Research Service (CRS) within the Library of Congress, and congressional printing and binding activities of the Government Printing Office (GPO).

Title II, Related Agencies, contained budgets for activities not directly supporting Congress. Included in this title were budgets of the Botanic Garden, the Library of Congress (except the Congressional Research Service), the Library buildings and grounds maintained by the Architect of the Capitol, the Government

¹ For a discussion of the FY2005 Consolidated Appropriations Act, including language modifying a rescission to 0.80% (contained in an enrollment correction resolution), see CRS Report RS21983, *FY2005 Consolidated Appropriations Act: Reference Guide*, by Robert Keith.

Printing Office (except congressional printing and binding costs), and the Government Accountability Office (GAO), formerly named the General Accounting Office. Periodically since FY1978, the bill contained additional titles for such purposes as capital improvements and special one-time functions.

In addition to activities funded in the annual legislative branch appropriations bill, other legislative budget authorities include permanent budget authority for both federal funds and trust funds, and non-legislative entities. These include the following:

Permanent federal funds are available as the result of previously enacted legislation and do not require annual action.²

Permanent trust funds are monies held in accounts credited with collections from specific sources earmarked by law for a defined purpose. Trust funds do not appear in the annual legislative bill since they are not budget authority. They are included in the *U.S. Budget*, prepared by the Office of Management and Budget, either as budget receipts or offsetting collections.³

The *U.S. Budget* also contains non-legislative entities within the legislative branch budget. They are funded in other appropriation bills, but are counted as legislative branch funds by the Office of Management and Budget for bookkeeping purposes.⁴

For a more accurate picture of the legislative branch budget, as contained in the annual legislative branch appropriation bill, the total FY2005 legislative branch appropriation figure in the FY2005 *U.S. Budget* must be adjusted. This is accomplished by subtracting non-legislative funds and permanent federal and trust funds. The FY2005 *U.S. Budget* contains a legislative budget authority request of

² FY2005 estimated legislative branch permanent federal fund authority is \$358 million, comprised of House and Senate Member pay (\$110 million); House and Senate use of foreign currencies (for use of Members traveling in foreign countries) (\$9 million); Architect of the Capitol intergovernmental funds (\$2 million), and Library of Congress payments to copyright owners (\$237 million). Source is the FY2005 *U.S. Budget* (with figures rounded to the nearest million).

³ FY2005 estimated permanent trust fund authority is \$27 million, comprised of Architect of the Capitol, U.S. Botanic Garden, gifts and donations (\$2 million); Library of Congress gift and trust fund account (\$21 million); U.S. Tax Court trust fund (\$1 million); and "Other Legislative Branch Agencies" (\$3 million), including U.S. Capitol Preservation Commission trust funds (\$1 million) and John C. Stennis Center for Public Service Training and Development trust funds (\$2 million). This total does not include payment to the Open World Leadership trust fund (\$15 million), since its appropriation is a separate account in the FY2005 bill. Source is the FY2005 *U.S. Budget* (which contains figures rounded to the nearest million).

⁴ The FY2005 *U.S. Budget* contains \$48 million in federal funds for non-legislative entities under two headings: (1) "U.S. Tax Court" (\$41 million); and (2) "Other Legislative Branch Boards and Commissions" (\$7 million). Source is the FY2005 *U.S. Budget* (which contains figures rounded to the nearest million).

\$4.4 billion. After subtracting non-legislative entities (\$48 million), permanent federal funds (\$358 million), and permanent trust funds (\$27 million), the total request for entities funded in the regular annual appropriation bill is \$3.97 billion.

Table 1. Legislative Branch Appropriations, FY1995 - FY2005
(budget authority in billions of current dollars)^a

Fiscal Years										
1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
2.378	2.184	2.203	2.288	2.581 ^b	2.486 ^c	2.730 ^d	3.252 ^e	3.461 ^f	3.528 ^g	3.571 ^h

- a. These figures represent current dollars, exclude permanent budget authorities, and contain supplementals and rescissions. Permanent budget authorities are not included in the annual legislative branch appropriations bill, but rather, are automatically funded annually.
- b. Includes budget authority contained in the FY1999 regular annual Legislative Branch Appropriations Act (P.L. 105-275), the FY1999 emergency supplemental appropriation (P.L. 105-277), and the FY1999 supplemental appropriation (P.L. 106-31).
- c. Includes budget authority contained in the FY2000 regular annual Legislative Branch Appropriations Act (P.L. 106-57); a supplemental and a 0.38% rescission in P.L. 106-113; and supplementals in P.L. 106-246 and P.L. 106-554.
- d. This figure contains: (1) FY2001 regular annual appropriations contained in H.R. 5657, legislative branch appropriations bill; (2) FY2001 supplemental appropriations of \$118 million and a 0.22% across-the-board rescission contained in H.R. 5666, miscellaneous appropriations bill; and (3) FY2001 supplemental appropriations of \$79.5 million contained in H.R. 2216 (P.L. 107-20). H.R. 5657 and H.R. 5666 were incorporated by reference in P.L. 106-554, FY2001 Consolidated Appropriations Act. The first FY2001 legislative branch appropriations bill, H.R. 4516, was vetoed Oct. 30, 2000. The second legislative branch appropriations bill, H.R. 5657, was introduced Dec. 14, 2000, and incorporated in P.L. 106-554. This figure does not reflect any terrorism supplementals funds released pursuant to P.L. 107-38.
- e. This figure contains regular annual appropriations in P.L. 107-68; transferred from the legislative branch emergency response fund pursuant to P.L. 107-117; and FY2002 supplemental appropriations in P.L. 107-206.
- f. This figure contains regular annual appropriations in P.L. 108-7, FY2003 Omnibus Appropriations Act, and supplemental appropriations in P.L. 108-11.
- g. This figure contains regular annual appropriations in P.L. 108-83, FY2004 Legislative Branch Appropriations Act. Additional FY2004 provisions which did not contain appropriations were contained in P.L. 108-199, the FY2004 Consolidated Appropriations Act.
- h. This figure contains regular annual appropriations in P.L. 108-447, Consolidated Appropriations Act, FY2005.

Status of FY2005 Appropriations

Table 2. Status of Legislative Branch Appropriations, FY2005 (P.L. 108-447, Consolidated Appropriations Act, FY2005)

Committee Markup		House Report	House Passage	Senate Report	Senate Passage	Conference Report	Conference Report Approval		Public Law
House	Senate						House	Senate	
6/23/04 ^a	7/15/04 ^b	7/01/04 H.Rept. 108-577	7/12/04	7/15/04 S.Rept. 108-307	9/21/04	11/19/04 H.Rept. 108-792	11/20/04 (344-51)	11/20/04 (65-30)	12/8/04 P.L. 108-447

- a. The bill was marked up by the House Subcommittee on Legislative Branch on June 16, 2004.
- b. The Senate Subcommittee on Legislative Branch did not hold a formal markup.

Action on the FY2005 Legislative Branch Appropriations Bill (H.R. 4755; S. 2666; Incorporated in H.R. 4818, Consolidated Appropriations Act, FY2005)

Submission of FY2005 Budget Request on February 3, 2004. A substantial part of the 12.5% increase requested is to meet (1) mandatory expenses, which includes funding for annual salary adjustments required by law and related personnel expenses, such as increased government contributions to retirement based on increased pay, and (2) expenses related to increases in the costs of goods and services due to inflation.

Submission of FY2005 Budget Amendments on May 6, 2004. The President submitted amendments to pending FY2005 legislative branch budgets. These amendments were based on requests of legislative branch entities, and contain an additional \$2.7 million in net discretionary resources. The amendments contain funds for the Senate (\$1.7 million),⁵ Joint Economic Committee (\$4,000), Capitol Guide Service and Special Services Office (\$5,000), Library of Congress Copyright Office (\$810,000),⁶ and Congressional Research Service (\$200,000).⁷

Another amendment eliminated a proviso governing the use of some appropriations requested for the Congressional-Executive Commission on the People's Republic of China. The commission is not funded in the annual legislative appropriation bill, but rather is placed in the legislative branch section of the *U.S. Budget* by the Office of Management and Budget for bookkeeping purposes.

House Hearings on FY2005 Budget Request. The first House hearing scheduled for February 25, 2004, was cancelled that morning by Representative Jack Kingston, chairman of the Subcommittee on Legislative Branch. Referring to significant increases in agency requests, Representative Kingston stated that

With record deficits, a war on terrorism, and troops on the ground in Afghanistan and Iraq, the budget is too tight to waste our time entertaining requests for a 40-percent spending increase. The President's budget calls for an increase of less than one-percent in non-defense and non-homeland security discretionary spending but these 'inside the beltway' bureaucracies want 32- to 45-percent increases.⁸

⁵ The amendment contains additional funds for the salaries, officers and employees account.

⁶ The amendment reduces the amount of offsetting collections available for obligation by \$810,000 while maintaining the same total gross budget amount for the Library of Congress. Since offsetting collections reduce the amount of new discretionary appropriations, a decrease in offsetting collections without an equivalent decrease in the total gross budget amount has the effect of increasing the new discretionary appropriations requested. Therefore, the amendment results in an increase in the amount requested for new discretionary appropriations by \$810,000.

⁷ The amendment funds the acquisition of research materials necessary in FY2005.

⁸ See Feb. 25, 2004, news release issued by Rep. Kingston on his decision to cancel at [http://www.house.gov/kingston/rls_LegBranchcancel.htm].

The chairman subsequently requested the heads of legislative entities to resubmit revised, reduced budgets, and to explain the impact on authorized staff levels.

Among legislative entities with requests containing increases of 32% or more are the Capitol Police (32.7%) and the Architect of the Capitol (45.2%). The Office of Compliance requested a 31.6% increase.

On April 22, 2004, the House held its first hearing, considering budget requests of the House of Representatives and GAO. Hearings continued April 28 on the budgets of the Capitol Police and GPO, and were followed by May 12 hearings on the budget submissions of the AOC, LOC, and Capitol Visitors' Center (CVC). Plans are pending for a closed hearing on Capitol Hill security.

Senate Hearings on FY2005 Budget Requests. The Senate Subcommittee on Legislative Branch, Committee on Appropriations, held hearings March 4 on budget submissions of the GAO, GPO, and CBO; March 11 on the budget request of the LOC, including the CRS; April 1 on the budgets of the Senate Sergeant at Arms and the Capitol Police; and April 8 on the budgets of the Secretary of the Senate and AOC.

FY2005 302(b) Allocation for the House and Senate Subcommittees on Legislative Branch. Both houses agreed to a FY2005 budget authority cap of \$3.575 billion for discretionary agencies and programs under the jurisdiction of the Subcommittees on Legislative Branch. The limit allows a 1.3% increase over FY2004 enacted budget authority.⁹

House Subcommittee Markup of FY2005 Bill. As approved by the House Subcommittee on Legislative Branch, the FY2005 bill contains \$2.75 billion (excluding Senate funds), the same as FY2004; the amount reflects a 16.4% decrease from the request of \$3.2 billion (excluding Senate funds). According to a House Appropriations Committee press release, the frozen FY2005 funding level:

- maintains the current staff levels in legislative branch agencies;
- funds completely the annual comparability adjustment for staff;
- funds a fitness facility for House staff; and
- contains no funds for new major construction projects by the AOC, directing that resources of the Architect be used for on ongoing projects, specifically mentioning the CVC.¹⁰

⁹ On June 15, the House Committee on Appropriations released its FY2005 budget authority allocations for subcommittees. See U.S. Congress, House Committee on Appropriations, *Report on the Suballocation of Budget Allocations for Fiscal Year 2005*, 108th Cong., 2nd sess., H.Rept. 108-543 (Washington: GPO, 2004), pp. 1-4. Senate subcommittee allocations were approved by the Senate Committee on Appropriations on September 8 [<http://appropriations.senate.gov/releases/record.cfm?id=225812>]. For a discussion of House and Senate actions on the FY2005 budget resolution, see CRS Report RL32246, *Congressional Budget Actions in 2004*, by Bill Heniff, Jr.

¹⁰ See the press release of the House Appropriations Committee issued June 16, 2004: (continued...)

The bill contains the following new budget authority for legislative branch entities:

- \$1.044 billion for the *House of Representatives*, a 3.6% increase over \$1.008 billion;
- \$232 million for the *U.S. Capitol Police*, a 5.5% increase over \$220 million;
- \$35 million for the *Congressional Budget Office*, a 2.9% increase over \$34 million;
- \$272 million for the *Architect of the Capitol* (excluding funds for Senate office buildings), a decrease of 20% from \$340 million;
- \$543 million for the *Library of Congress*, a 3.8% increase over \$523 million;
- \$121 million for the *Government Printing Office*, a decrease of 10.4% from \$135 million; and
- \$474 million for the *Government Accountability Office*, a 3.5% increase over \$458 million.

The subcommittee considered four amendments, adopting one. These included amendments to

- eliminate the Joint Economic Committee (offered by Chairman Jack Kingston). Amendment was withdrawn pending further consideration before full committee markup;
- remove a provision of law prohibiting the use of funds to establish a dental and vision benefits program for House employees (offered by ranking minority member James Moran). Amendment was withdrawn subject to further study;
- prohibit funding for the U.S. Capitol Police mounted horse unit (offered by Representative Mark Steven Kirk). Amendment was adopted by voice vote; and
- prohibit lame-duck Members of Congress from filing ethics complaints against other Members (offered by Representative Ray LaHood). Amendment failed 5-5.

House Full Committee Markup of the FY2005 Bill. During its June 23 markup, the full committee approved the subcommittee's recommendations after agreeing to the following six amendments:

- manager's amendment (offered by Chairman Jack Kingston) containing seven provisions: (1) expressing gratitude to House employees for assistance during the funeral of President Ronald Reagan; (2) directing changes in the administrative reorganization of the U.S. Capitol Police force; (3) authorizing a review of the appointment process, salary determination, and retirement benefits for

¹⁰ (...continued)

[http://appropriations.house.gov/index.cfm?FuseAction=PressReleases.Detail&PressRelease_id=393].

top personnel in legislative branch agencies; (4) directing the House Chief Administrative Officer to monitor compliance by vendors with House prepayment policies; (5) authorizing GAO to study overlap of research on economic issues by the Joint Economic Committee, CRS, CBO, and the Joint Committee on Taxation;¹¹ (6) encouraging the GAO to undertake additional technology assessment studies as Congress directs; and (7) prohibiting use of funds in the bill to pay employees of the legislative branch more than a Member of Congress. The manager's amendment was agreed to by voice vote;

- an amendment to strike a prohibition on the use of funds to study a dental and vision care benefits program for employees of the House (offered by ranking minority member James Moran); the amendment did not strike a prohibition on the inclusion of Members in such a study; amendment was agreed to by voice vote;
- an amendment to strike the prohibition on the use of funds to study dental and vision care benefits for Members (offered by Representative John Doolittle); amendment was agreed to by voice vote;
- an amendment to encourage Members to use hydro-electric vehicles or alternative fuel vehicles while on official business travel (offered by Representative Zach Wamp); amendment, as amended (see below), was agreed to by voice vote;
- an amendment to the Wamp amendment to include alternative fuel vehicles (offered by Representative Marcy Kaptur); amendment to the amendment was agreed to by voice vote; and
- an amendment to prohibit the construction of a perimeter fence around the Capitol (offered by Representative Sam Farr); amendment was agreed to by voice vote.

The committee did not agree to three amendments that sought to

- add \$2.4 million to the Open World program located in the Library of Congress¹² (offered by Representative David Price); amendment failed by a vote of 25-29;
- establish the Accountability and Review of Federal Agencies Commission "to study non-defense and non-mandatories for

¹¹ This provision summary is based on the remarks of Hon. Jack Kingston, chairman of the House Subcommittee on Legislative Branch, during full House Appropriations Committee markup of the FY2005 legislative branch appropriations bill, June 23, 2004

¹² The FY2005 budget recommendation represents a 50% cut.

redundancies”¹³ (offered by Representative Todd Tiahrt); amendment failed by voice vote; and

- reduce the appropriation for the Joint Economic Committee by 50% (offered by Representative Jack Kingston); amendment failed by voice vote.

In its report, the committee addressed its expectations of significant future savings directing legislative agencies (1) to submit “more reasonable” funding requests reflective of budget constraints faced by all federal agencies; (2) to “streamline” their organizations, outsource operations, apply “best practices” management principles, and use existing technology to enhance operations; (3) to “examine potential outsourcing opportunities” in almost all operations; and (4) to cooperate in a study to determine means to centralize the distribution of printed material in the legislative branch.¹⁴

House Report of FY2005 Bill (H.R. 4755). On July 1, the House Appropriations Committee reported H.R. 4755, as marked up on June 23 (H.Rept. 108-577). See discussion of the House markup in this report.

House Passage of FY2005 Bill (H.R. 4755). The House passed H.R. 4755 on July 12 after rejecting the following two amendments and a motion to recommit:¹⁵

- an amendment to add \$30 million to the appropriation for the GAO (salaries and expense account) to establish within the agency the Center for Science and Technology Assessment, and offset the increase by reducing the appropriation for the AOC (general administration account) by \$15 million and the appropriation for the GPO (congressional printing and binding account) also by \$15 million (offered by Representative Rush Holt); amendment was rejected by a vote of 115-252, vote #359;
- an amendment to provide for a 1% reduction in appropriations or amounts made available in the bill that are not required to be appropriated or made available (offered by Representative Joel Hefley); amendment was rejected by a vote of 87-278, vote #360; and
- a motion to recommit the bill to committee with an amendment which limited each House committee to a maximum of \$25,000 for postage expenses (offered by Representative Brad Sherman); motion was rejected 163-205, vote #361.

¹³ Remarks of Representative Todd Tiahrt during markup by the House Committee on Appropriations of the FY2005 legislative branch appropriations bill on July 23, 2005.

¹⁴ U.S. Congress, House Committee on Appropriations, *Legislative Branch Appropriations Bill, 2005*, report to accompany H.R. 4755, 108th Cong., 2nd sess., H.Rept. 108-577 (Washington: GPO, 2004), pp. 4-6.

¹⁵ For the text of House consideration see *Congressional Record*, daily edition, vol. 150, July 12, 2004, pp. H5488-H5500.

Senate Full Committee Markup and Report of the FY2005 Bill (S. 2666). During markup, the Senate Committee on Appropriations adopted a manager's amendment offered by Senator Ben Nighthorse Campbell, chairman of the Subcommittee on Legislative Branch. Among its provisions were those to:

- express the Committee's support of a John Brademas Center for the Study of Congress at New York University to enhance understanding of federal policymaking (included in Library of Congress report language) (on behalf of Senator Richard Durbin);
- express failure of the Committee to support House-passed language directing the GAO to study the statutory responsibilities of the joint economic and taxation committees (included in Joint Economic Committee report language) (on behalf of Senator Robert Bennett);
- direct the LOC to make \$500,000 available (by means of a grant) to the Middle Eastern Text Initiative for translation and publishing activities (on behalf of Bennett);
- add language on electronic services handled by the Senate Sergeant at Arms (on behalf of Hon. Ted Stevens);
- provide authority to the U.S. Capitol Police to assist congressional delegations traveling overseas by offering advice on security and assisting in advance security liaison preparations (on behalf of Campbell);
- commend the LOC on its Lewis and Clark exhibit and direct the LOC to support the exhibit as it travels in the United States (included in Library of Congress report language) (on behalf of Honorable Byron Dorgan);
- extend authorization of the National Film Preservation Program in the Library of Congress through FY2005 (offered since House and Senate authorization bills for the program are still pending) (on behalf of Campbell); and,
- direct the Librarian of Congress to provide an update of the Library's efforts to handle security related issues, to identify major security problems and vulnerabilities, and to provide the committee a report on the Library's efforts to enhance the security of its collections (included in LOC report language) (on behalf of Campbell).

No other amendments were considered. Later that day, the committee reported S. 2666 (S.Rept. 108-307).

Senate Passage of FY2005 Bill (H.R. 4755, Amended to Contain S. 2666). The Senate agreed to the full Committee's total appropriation of \$2.46 million on September 21, by a vote of 94-2. The Senate passed H.R. 4755, amended to contain the language of S. 2666, leaving intact language in H.R. 4755 funding internal

activities of the House. Before amending and passing H.R. 4755, the Senate agreed by unanimous consent to four managers' amendments to S. 2666 which:

- revised language in S. 2666 authorizing the chief of the Capitol Police to receive and submit tort *claims of Senators and Senate officers and employees* against the Capitol Police to the Committee on Rules and Administration. Original language contained the phrase "With respect to claims within the jurisdiction of the Senate";
- revised language in S. 2666 authorizing the Capitol Police Board to make regulations regarding the release of security information subject to approval of the Senate Committee on Rules and Administration and the Committee on House Administration. Original language required approval of the Senate and House Committees on Appropriations;
- added an administrative provision within the Open World Leadership Center Trust Fund account to expand the program to other countries as designed by the Center's Board of Trustees; required the Board to notify the Senate and House Committees on Appropriations of a designation at least 90 days before the designation takes effect; and
- added a new general provision at the end of the bill appropriating \$495,000 for the Commission on the Abraham Lincoln Study Abroad Fellowship Program, extending the program to December 31, 2005, and reducing by \$495,000 the general administration account of the Architect of the Capitol.

Conference Report on FY2005 Bill. The FY2005 legislative branch appropriations bill was contained in the conference report on H.R. 4818, a consolidated appropriations bill. Eight other unfinished appropriations bills were also part of H.R. 4818. As agreed to in conference on November 19, and subsequently by both houses the following day, legislative branch report language contained

- an overall increase of 1.2%, to \$3.571 billion from \$3.527 billion, subject to a 0.80% rescission;¹⁶
- an increase of 5.7% in budget authority for the Capitol Police, to \$232.3 million (from \$219.8 million), which enables the force to maintain 1,592 sworn staff; and
- a decrease of 12.5% (\$50.3 million) in budget authority for the Architect of the Capitol, to \$352.7 million from \$403 million.

¹⁶ For a discussion of language modifying the rescission from 0.83% to 0.80% (contained in an enrollment correction resolution), see CRS Report RS21983, *FY2005 Consolidated Appropriations Act: Reference Guide*, by Robert Keith.

FY2005 Legislative Branch Funding Issues

Capitol Complex Security — U.S. Capitol Police

Funding Issues. Congress approved \$232.3 million in FY2005 budget authority for the Capitol Police, an overall increase of \$12.5 million (+5.7%), from the previous year's budget authority of \$219.8 million. The agency's request was a \$71.9 million (+32.7) increase to \$291.6 million.¹⁷ Appropriations are contained in two accounts:

- *salaries account* containing \$203.4 million, a \$7.0 million (+3.6%) increase; and
- *general expenses account* containing \$28.9 million, a \$5.5 million (23.7%) increase.

A second appropriation relating to the Capitol Police appears within the Architect of the Capitol account for Capitol Police buildings and grounds. That funding level is \$5.9 million, a reduction from the request of \$40.3 million.

Note: Details of conference report language regarding the Capitol Police will be included in the next version of this report.

On November 20, 2004, both houses agreed to conference report language containing \$232.3 million for the U.S. Capitol Police. Conference language was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

Capitol Complex Security — Capitol Visitors' Center

Conferees on the FY2005 bill agreed to authorize the transfer of up to \$10.6 million to the Capitol Visitors' Center (CVC) from the Capitol Building account of the Architect of the Capitol. Conferees allotted \$6 million for CVC facility maintenance and \$3.3 million for CVC start-up operations.

Earlier, on July 12, the House passed H.R. 4755, its version of the FY2005 legislative branch funding bill, without funds for the CVC. On September 21, the Senate passed H.R. 4755, amended to contain the language of S. 2666, containing \$7.6 million for maintenance (including equipment, furniture, materials, and supplies), start-up operations, and new staff. Although the budget request for the CVC did not provide construction money, it contained \$14.2 million for start-up operations and maintenance. These funds were to cover an interim period during while a decision was made on which legislative office would be responsible for the center's operation and maintenance. The requested funds supported 35 FTE positions.

¹⁷ Effective in FY2003, appropriations for Capitol Police salaries and expenses accounts in the annual legislative branch appropriation bill are contained in a stand-alone account. Previously, the appropriation was contained within the joint items account. Also effective in FY2003, a new account was created for Capitol Police buildings and grounds within the Architect of the Capitol account.

The CVC request was contained in two appropriations under the Architect of the Capitol. The first provided \$6.3 million in the Capitol Building appropriation “to procure equipment and supplies; to provide training, database management, workflow support services, and inventory systems support; and to support, operate, and maintain the structural, architectural, and utilities infrastructures.” The second provided \$8.2 million in the CVC appropriation to “cover transitional start-up costs for the operation, administration, and management of guide services, visitor services, food services, and gift shop services for the CVC.”¹⁸

The FY2005 request followed the FY2004 appropriation of \$48.6 million, which reflected a new appropriation of \$36.62 million and a transfer to the center’s account of \$12 million. The transfer was made from previously appropriated funds available for Capitol Police buildings and grounds, also funded within the AOC account.

On November 20, 2004, both houses agreed to conference report language authorizing the transfer of \$10.6 million to the Capitol Visitors' Center. Conference language was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

Interest in construction of the CVC reflects heightened security concerns by some Members of Congress and the desire to make necessary appropriations available so that construction of the center can be completed by the end of 2005. Upon completion of furnishing the CVC and setting up exhibits, the construction barriers will be removed in spring 2006.¹⁹ Congressional leadership broke ground for the center on June 20, 2000, and construction began in early 2002.

Architect of the Capitol Operations

Funding Issues. FY2005 funding for the Architect of the Capitol is \$352.7 million, a decrease of \$50.3 million (-12.5%) from the FY2004 level of \$403.0 million. The AOC requested a 45.2% increase, to \$584.9 million. Neither the FY2004 appropriation or the FY2005 request reflected one-time appropriations for the CVC.

Operations of the Architect are funded in nine accounts. The FY2005 budget authority for these accounts and the percentage changes from FY2004 are:

¹⁸ Testimony of the Architect of the Capitol, Alan Hantman, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2005*, hearings, 108th Cong., 2nd sess., May 12, 2004 (Washington: GPO, 2004), pp. 420-421. For a more detailed discussion on costs of and background on the center, see CRS Report RL31121, *The Capitol Visitors' Center: An Overview*, by Stephen Stathis.

¹⁹ Testimony of the Architect of the Capitol, Alan Hantman, U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2005*, hearings, 108th Cong., 2nd sess., May 12, 2004 (Washington: GPO, 2004), pp. 444.

- general administration — \$80.4 million (+4.9% from \$76.6 million); request was a 16.5% increase;
- Capitol building — \$28.9 million (+3.0% from \$28.0 million); request was a 15.1% increase;
- Capitol grounds — \$7.0 million (+1.9% from \$6.9 million); request was an 18.0% increase;
- Senate office buildings — \$62.1 million (-1.5% from \$63.0 million); request was a 3.6% increase;
- House office buildings — \$65.4 million (+4.7% from \$62.5 million); request was a 69.2% increase;
- Capitol power plant — \$56.8 million (-29.9% from \$81.1 million); request was a 21.8% decrease;
- Library buildings and grounds — \$40.1 million (+3.0% from \$38.9 million); request was a 312.8% increase;
- Capitol Police buildings and grounds — \$ 5.9 million (+78.0% from \$3.3 million); request was a 1,125.1% increase; and
- Botanic garden — \$6.3 million (+2.8% from \$6.2 million); request was an 88.3% increase.

On November 20, 2004, both houses agreed to conference report language providing \$352.7 million for the Architect of the Capitol. Conference language was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

House of Representatives

Overall Funding. FY2005 budget authority for House internal operations is \$1.05 billion, an increase of \$40.1 million (+4.0%), less than the requested \$1.07 billion, which would have provided a 5.7% increase. The approved increase primarily funds mandatory expenses.

House Committee Funding. Funding for House committees is contained in the appropriation heading “committee employees” that comprises two subheadings. The first subheading contains funds for personnel and nonpersonnel expenses of House committees, except the Appropriations Committee, as authorized by the House in a committee expense resolution. The amount approved for FY2005 is \$114.3 million, an increase of 11.8% from \$102.2 million in FY2004.

The second subheading contains funds for the personnel and nonpersonnel expenses of the Committee on Appropriations, which is \$24.9 million, the same level appropriated for FY2004.

On November 20, 2004, both houses agreed to conference report language providing \$1.05 billion for the House of Representatives. Conference language was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

Senate

Overall Funding. Congress agreed to \$726.1 million for internal Senate programs and activities, a 1.9% increase over the prior year's funding level of \$712.5 million. The Senate requested \$758.0 million, an increase of 6.4%. Like the House, a significant factor in the request was funding for mandatory expenses related to employee insurance and retirement programs.

Among increases are those for

- official personnel and office expenses of individual Senators, an increase of 5.3% instead of the requested 10.0% increase; and
- salaries of officers and their employees and mandatory Senate contributions to insurance and retirement programs for most Senate employees, an increase of 5.1%, the same as requested.

Among decreases in the bill are those for

- activities of the Senate Sergeant at Arms funded under "contingent expenses of the Senate," a decrease of 6.0%, instead of the requested 0.6% increase; and
- committee funding, a decrease of 7.1%, instead of the requested 1.7% increase.

Senate Committee Funding. Appropriations for Senate committees are contained in two accounts:

- the *inquiries and investigations account*, containing funds for all Senate committees except Appropriations, for which \$110.0 million was approved, a 7.1% decrease in lieu of a requested 1.7% increase; and the *Committee on Appropriations account*, for which \$13.3 million was approved, an increase of 3.9%, the same as requested.

On November 20, 2004, both houses agreed to conference report language providing \$725.1 million for the Senate. Conference language was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

Support Agency Funding

Congressional Budget Office. Conferees agreed to \$34.9 million, which is \$129,000 more than the \$34.8 million passed by both the House and Senate. The additional amount funds increased agency costs of the employee retirement system. The conference amount is an increase of \$1.3 million (+3.9%) over the previous year's budget, with the increase covering mandatory pay adjustments and price increases.

The agency requested \$35.5 million, an increase of \$1.8 million (5.5%).²⁰ Most of the request (\$1.6 million) funded mandatory increases in salaries and related benefits. This proposed funding supported 235 FTE positions, the same as for FY2004; a 3.5% across-the-board pay adjustment for staff earning \$100,000 or less; and funding for promotions and merit adjustments for all staff, including those earning more than \$100,000; completion of the replacement of CBO's budget analysis data system, "the agency's primary budget-tracking system, with a lower-cost, more-capable in-house system;"²¹ and telecommunications services related to an alternative computing facility.²²

On November 20, 2004, both houses agreed to conference report language providing \$34.9 million for the Congressional Budget Office. Conference language was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

Government Accountability Office. The agency, formerly named the General Accounting Office (GAO), received \$471 million in FY2005 funding, an increase of \$13.4 million (+2.9%). Earlier, the House approved \$473.5 million, and the Senate, \$470 million. As with other legislative agencies, the increase primarily was to meet increased expenses of mandatory pay and services adjustments.

Conferees also

- withdrew the House provision that the Government Accountability Office report on statutory responsibilities of the Congressional Budget Office, the Congressional Research Service, the Joint Economic Committee, and the Joint Committee on Taxation;
- supported language in the Senate report directing GAO to secure congressional leadership support before undertaking future technology assessments and directing the Comptroller General to consult with the Senate Appropriations Committee regarding guidelines to be used in technology assessments; and,
- supported Senate report language directing GAO to obtain the necessary equipment for testing and evaluation of the agency's ability to detect threats of chemical, biological, and explosive agents.

The FY2005 request of \$486.7 million reflected a direct appropriation of \$480.5 million and authority to use \$6.1 million in revenues from "reimbursable audit work

²⁰ Testimony of CBO Director Douglas Holtz-Eakin, in U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2005*, hearings, 108th Cong., 2nd sess., Mar. 4, 2004 (Washington: GPO, 2004), pp. 42-43.

²¹ Ibid.

²² Previously, telecommunications costs were paid from the budget of the House of Representatives.

and rental income.”²³ The new budget authority request was a 5.0% increase over FY2004.

Based on a congressional directive to the agency to undertake technology assessments, GAO requested \$545,000 for four new FTE positions and contract support to establish “a baseline technology assessment capability,” allowing GAO to conduct one assessment per year.

During Senate Appropriations Committee testimony, the comptroller general (GAO head) noted that his FY2005 budget supported an authorized staff level of 3,269 FTEs.

On November 20, 2004, both houses agreed to conference report language providing \$471 million for the Government Accountability Office. Conference report was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

Library of Congress. Conferees agreed to \$549.8 million for the Library of Congress (LOC), including the Congressional Research Service, an increase of \$26.8 million (+5.1). The House and Senate previously agreed to \$543.5 million and \$544.1 million, respectively. Conferees also authorized two FTE positions in the Office of Inspector General to assist in information technology security audits, and reduced the number of FTEs by three.

LOC requested an appropriation of \$562.6 million, an increase of \$39.6 million (7.6%) from the FY2004 appropriation of \$523.0 million.²⁴ In addition, the Librarian of Congress requested authority to use \$39.7 million from receipts.

According to the Librarian, the request reflected the Library’s priorities to initiate operations of the National Audio Visual Conservation Center; to support the Copyright Office’s reengineering efforts; to “regain full funding for the Congressional Research Service staff capacity at 729 full-time-equivalent (FTE) positions;” to support conversion to digital talking book technology for the blind and physically handicapped; to fund a mass deacidification program; to support the Veterans History Program; to insure additional systems, staff, buildings, and collections security; and to provide infrastructure support.²⁵

²³ Testimony of GAO Comptroller General David Walker, in U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2005*, hearings, 108th Cong., 2nd sess., Mar. 4, 2004 (Washington: GPO, 2004), pp. 3-18.

²⁴ Both figures include appropriations for the Congressional Research Service.

²⁵ Testimony of Librarian of Congress James Billington, in U.S. Congress, House Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2005*, hearings, 108th Cong., 2nd sess., May 12, 2004 (Washington: GPO, 2004), p. 250.

LOC's request supported 4,363 FTE positions (including CRS), an increase of 80 from FY2004, primarily to meet collections, security, and management needs.

On November 20, 2004, both houses agreed to conference report language providing \$549.8 million for the Library of Congress, including the Congressional Research Service. Conference language was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

Congressional Research Service. Both houses agreed to \$96.9 million for the Congressional Research Service, an increase of \$5.7 million (+6.3%), covering mandatory pay and retirement costs and increased expenses of goods and services. Earlier, the House approved \$96.4 million, and the Senate agreed to \$96.7 million.

The agency's request of \$100.9 million contained \$4.3 million for mandatory pay and price level increases, and \$5.4 million to support, among other functions, a staff level of 729 FTE positions, off-site computer back-up facilities (\$622,000),²⁶ improvements in the Legislative Information System (LIS) (\$549,000),²⁷ and procurement of research materials (\$1 million).²⁸ A request of \$412,000 funded a pilot program for repayment of higher education loans in an effort to retain staff.

The CRS director noted during hearings on the agency's FY2005 budget that without an additional one-time \$2.71 million appropriation, the CRS budget base would support 704 FTE positions. This translated to a reduction of 25 FTE positions, attained through attrition without replacements.²⁹

On November 20, 2004, both houses agreed to conference report language providing \$96.9 million for the Congressional Research Service. Conference language was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

Government Printing Office. Conferees agreed to \$120.8 million for the agency, a reduction of \$14 million (-10.4%). The House earlier agreed to \$121.3

²⁶ These facilities are to ensure continuity of operations during an emergency situation.

²⁷ These funds will enable implementation of a data standard (XML) in preparation of congressional documents for the Legislative Information System (LIS) to ensure parity of CRS with the House and Senate. The XML data standard was authorized by the Committee on House Administration and the Senate Committee on Rules and Administration for all congressional documents.

²⁸ Written testimony of CRS Director Daniel Mulhollan, in U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2005*, hearings, 108th Cong., 2nd sess., Mar. 11, 2004 (not yet published).

²⁹ The request for a one-time appropriation would cover a funding gap created during recent years in which mandatory appropriations made to cover increased pay and related benefits costs were less than the actual costs to CRS.

million, and the Senate to \$120.7 million. The agency's request was a 12.1% increase.

The current appropriation, contained in two accounts: congressional printing and binding and Office of Superintendent of Documents (salaries and expenses), follows:

- *Congressional printing and binding* — \$88.8 million, a decrease of \$1.8 million (-2.0%) over the FY2004 appropriation of \$90.6 million; and,
- *Office of Superintendent of Documents (salaries and expenses)* — \$32.0 million, a decrease of \$2.3 million (-6.7%) from \$34.3 million.

Conferees agreed to a FTE limit of 2,621, proposed by the Senate, in lieu of 2,889 proposed by the House; expressed support for public access to Federal Depository Libraries; and revised the price discount on GPO publications.

The agency's FY2005 request contained funds in two additional accounts: (1) the *Office of Inspector General* — \$4.2 million (a new account in FY2005); and (2) *Government Printing Office Revolving Fund* — \$25.0 million, an increase of \$15.1 million, or 151.5%. The public printer requested that the Office of Inspector General be funded directly, not through the revolving fund, and that appropriations to the revolving fund allow implementation of "a multi-year plan to transform the information technology used at the GPO" to meet "Federal agency customer requirements for printed and digital documents" and "the public's increasing demand for authenticated, official government information to be available from the Internet."³⁰

Among legislative changes requested by GPO were those to extend incentives for early retirement and separation (current provisions expire September 30, 2004); authorize \$500,000 for contracts of "expert services to assist us in our effort to relocate the GPO and to finance this project through redevelopment of our existing structures;" and authorize GPO to accept contributions of property, equipment, and services.

On November 20, 2004, both houses agreed to conference report language providing \$120.8 million for the Government Printing Office. Conference language was contained in Division G of H.R. 4818, the Consolidated Appropriations Act.

³⁰ Written testimony of GPO Public Printer Bruce James, in U.S. Congress, Senate Committee on Appropriations, Subcommittee on Legislative Branch, *Legislative Branch Appropriations for FY2005*, hearings, 108th Cong., 2nd sess., Mar. 4, 2004 (not yet published).

Table 3. Legislative Branch Appropriations, FY2005 (H.R. 4818, P.L. 108-447, Omnibus Appropriations Act)
(in thousands of dollars; FY2005 conference figures are subject to a 0.80% rescission)

Entity	FY2004 Enacted (adjusted for .59% rescission) ^a	FY2005 Request	FY2005 House Bill As Reported and Passed	FY2005 Senate Bill As Passed	FY2005 Conference
Title I: Legislative Branch Appropriations					
Senate	\$712,488	\$759,708	— ^d	\$725,067	\$726,067
House of Representatives	1,008,479	1,066,344	1,044,281	— ^e	1,048,581
Joint Items	19,066	19,017	18,974	19,017	18,974
Capitol Police ^b	219,795	291,641	232,328	226,925 ^b	232,328
Office of Compliance	2,242	2,950	2,421	2,421	2,421
Congressional Budget Office	33,620	35,455	34,790	34,790	34,919
Architect of the Capitol	402,976	584,944	271,666 ^c	307,547 ^c	352,724
Library of Congress, Including Congressional Research Service	523,001	562,631	543,488	544,092	549,760
Congressional Research Service	(91,185)	(100,934)	(96,385)	(96,678)	(96,893)
Congressional Printing Office	134,767	151,058	121,324	120,735	120,753
Government Accountability Office	457,606	480,535	473,500	470,000	470,973
Open World Leadership Center ^c	13,420	15,000	6,750	13,500	13,500
Subtotal, Title I	3,527,460	3,969,283	2,749,522	2,464,094	3,571,000
Title II: General Provisions					
Abraham Lincoln Study Abroad Fellowship Program	0	0	0	495	0
Subtotal, Title II	0	0	0	495	0
Total Legislative Branch (Titles I and II)	3,527,460	3,969,283	2,749,522^f	2,464,589^g	3,571,000

Source: House Committee on Appropriations and Senate Committee on Appropriations (the latter for FY2005 request for Senate activities and FY2005 Senate bill as reported. Table contains budget amendments of May 6, 2004, to the FY2005 budget request for an additional \$2.7 million in net discretionary resources, including funds for the Senate (\$1.7 million), Joint Economic Committee (\$4,000), Capitol Guide Service and Special Services Office (\$5,000), Library of Congress Copyright Office (\$810,000), and Congressional Research Service (\$200,000).

- a. FY2004 funds are contained in P.L. 108-83, FY2004 Legislative Branch Appropriations Act. Additional FY2004 provisions that did not contain appropriations were contained in P.L. 108-199, the FY2004 Consolidated Appropriations Act.
- b. This is a new account, effective with the FY2005 Legislative Branch Appropriation Act. Previously, Capitol Police funds were contained under the joint items account.
- c. The center was named the Russian Leadership Program prior to FY2004.
- d. The House does not consider appropriations for internal Senate operations.
- e. The House does not consider appropriations for Senate office buildings contained in the budget of the Architect of the Capitol.
- f. This figure does not contain funds for internal Senate operations, which are funded in a separate account, or for Senate office buildings, which are contained in the budget of the Architect of the Capitol. The Senate determines funding levels of these two accounts.
- g. The Senate does not consider appropriations for internal House operations.
- h. In addition, the Senate Committee on Appropriations directed that \$12.815 million of prior-year funds be made available "to support personnel requirements" (S.Rept. 108-307, 108th Cong.).
- i. The Senate does not consider appropriations for House office buildings contained in the budget of the Architect of the Capitol.
- j. This figure does not contain funds for internal House operations, which are funded in a separate account, or for House office buildings, which are contained in the budget of the Architect of the Capitol. The House determines the funding levels of these two accounts.

Table 4. Capitol Police Appropriations, FY2005
(H.R. 4818, P.L. 108-447, Omnibus Appropriations Act)
(in thousands of dollars; FY2005 conf. figures are subject to a 0.80% rescission)

Accounts	FY2004 Enacted (adjusted for 0.59% rescission) ^a	FY2005 Request	FY2005 House Bill As Reported and Passed	FY2005 Senate Bill As Reported	FY2005 Conference
Salaries, Capitol Police	\$196,434	—	\$203,440	198,000	203,440
General Expenses	23,361	—	28,888	28,925	28,888
Salaries and General Expenses (combined in FY2005 request)	—	291,641	—	—	—
Total, Capitol Police	219,795	291,641	232,328	226,925	232,328

Source: House and Senate Committees on Appropriations

a. FY2004 funds are contained in P.L. 108-83, FY2004 Legislative Branch Appropriations Act. Additional FY2004 provisions, that did not contain appropriations, were contained in P.L. 108-199, the FY2004 Consolidated Appropriations Act.

Table 5. Architect of the Capitol Appropriations, FY2005
(H.R. 4818, P.L. 108-447, Omnibus Appropriations Act)
(in thousands of dollars; FY2005 conf. figures are subject to a 0.80% rescission)

Accounts	FY2004 Enacted (adjusted for 0.59% rescission) ^a	FY2005 Request	FY2005 House Bill As Reported and Passed	FY2005 Senate Bill, As Reported	FY2005 Conference
Architect of the Capitol					
General administration	\$76,598	\$89,245	79,581	74,063	80,347
Capitol building	28,021	32,239	18,185	24,784	28,857
Capitol Grounds	6,846	8,080	7,033	6,940	6,974
Senate office buildings	63,014	65,309	— ^c	62,303	62,083
House office buildings	62,445	105,675	65,130	— ^e	65,353
Capitol power plant	81,062	63,376	56,139	60,928	56,834
Library buildings and grounds	38,928	160,678	34,783	65,145	40,097
Capitol Police buildings and grounds Transfer Out	3,289 (-12,000)	40,292	4,883	7,090	5,853
Botanic garden	6,152	11,581	5,932	6,294	6,326
Capitol Visitors' Center Transfer In	36,621 (+12,000)	8,469 ^b	0	0	0
Total, Architect of the Capitol	402,976	584,944	271,666^d	307,547^f	352,724

Source: House and Senate Committees on Appropriations

a. FY2004 funds are contained in P.L. 108-83, FY2004 Legislative Branch Appropriations Act. Additional non-funding provisions were contained in P.L. 108-199, FY2004 Consolidated Appropriations Act.

b. An additional \$6.3 million is contained under the Capitol Building appropriation of the Architect of the Capitol.

c. The House does not consider appropriations for Senate office buildings.

d. This figure does not include appropriations for Senate office buildings.

e. The Senate does not consider appropriations for House office buildings.

f. This figure does not include appropriations for House office buildings.

Table 6. Senate Appropriations, FY2005 (H.R. 4818, P.L. 108-447, Omnibus Appropriations Act)
(in thousands of dollars; FY2005 conference figures are subject to a 0.80% rescission)

Accounts ^a	Enacted FY2004 (adj. for 0.59% rescission) ^b	FY2005 Request	FY2005 House As Reported and Passed	FY2005 Senate As Reported	FY2005 Conference
Expense Allowances and Representation	158	158	—	158	225
Salaries, Officers, and Employees	125,307	134,440	—	134,440	134,840
Office of Legislative Counsel	4,843	5,152	—	5,152	5,152
Office of Legal Counsel	1,222	1,265	—	1,265	1,265
Expense Allowances for Secretary of Senate, et al.	24	24	—	24	24
Contingent Expenses (subtotal)	580,934	618,669	—	584,028	584,561
Inquiries and Investigations	118,462	120,435	—	110,000	110,000
Senate Intl. Narcotics Caucus	520	520	—	520	520
Secretary of the Senate ^c	2,265	1,700	—	1,700	1,700
Sergeant at Arms/Doorkeeper ^d	135,243	136,066	—	127,182	127,182
Miscellaneous Items	18,425	18,676	—	18,326	18,326
Senators' Official Personnel and Office Expense Account	305,719 ^e	340,972	—	326,000	326,533
Official Mail Costs	300	300	—	300	300
Total, Senate	712,488	759,708	—	725,067	726,067

Source: House and Senate Committees on Appropriations.

a. The Senate account contains seven appropriations headings, which are highlighted in bold.

b. FY2004 funds are contained in P.L. 108-83, FY2004 Legislative Branch Appropriations Act. Additional FY2004 provisions that did not contain appropriations were contained in P.L. 108-199, the FY2004 Consolidated Appropriations Act.

c. Office operations of the Office of the Secretary of the Senate are also funded under "Salaries, Officers, and Employees."

d. Activities of the Office of Sergeant at Arms and Doorkeeper are also funded under "Salaries, Officers, and Employees."

e. This figure reflects a 0.59% rescission of \$4.281 million from the appropriation of \$310 million.

Table 7. House of Representatives Appropriations, FY2005
(H.R. 4755; H.R. 4818, Division G of P.L. 108-447, Omnibus Appropriations Act)
(in thousands of dollars; FY2005 figures are subject to a 0.80% rescission)

Accounts ^a	FY2004 Enacted (adjusted for 0.59% rescission) ^b	FY2005 Request	FY2005 House As Reported and Passed	FY2005 Senate As Reported	FY2005 Conference
Payments – Heirs of Deceased Members of Congress	0	0	0	—	0
Salaries and Expenses, Total	1,008,479	1,066,344	1,044,281	—	1,048,581
House Leadership Offices	18,142	18,678	18,678	—	18,678
Members' Representational Allowances ^c	514,454	529,258	521,195	—	521,195
Committee Employees (subtotal)^d	127,129	140,479	139,225	—	139,225
Standing Committees, Special and Select, except Appropriations	102,203	114,955	114,299	—	114,299
Appropriations Committee	24,926	25,524	24,926	—	24,926
Salaries, Officers, and Employees (subtotal)	156,896	170,861	160,133	—	160,133
Office of the Clerk	19,452	20,553	20,534	—	20,534
Office of the Sergeant at Arms	5,471	5,887	5,879	—	5,879
Office of Chief Administrative Officer	111,141	121,699	116,034	—	116,034
Office of Inspector General	3,847	4,022	3,986	—	3,986
Office for Emergency Planning, Preparedness, and Operations	5,200	6,000	1,000	—	1,000
Office of General Counsel	926	962	962	—	962
Office of the Chaplain	153	155	155	—	155
Office of the Parliamentarian (subtotal)	1,560	1,673	1,673	—	1,673
Office of the Parliamentarian	(1,363)	(1,459)	(1,459)	—	(1,459)

Accounts*	FY2004 Enacted (adjusted for 0.59% rescission) ^b	FY2005 Request	FY2005 House As Reported and Passed	FY2005 Senate As Reported	FY2005 Conference
Compilation of House Precedents	(197)	(214)	(214)	—	(214)
Office of the Law Revision Counsel	2,263	2,346	2,346	—	2,346
Office of the Legislative Counsel	6,233	6,721	6,721	—	6,721
Office of Interparliamentary Affairs	500	687	687	—	687
Other Authorized Employees: Technical Assistants, Office of Attending Physician	150	156	156	—	156
Allowances and Expenses (subtotal)	191,858	207,068	205,050	—	209,350
Supplies, Materials, Administrative Costs and Federal Tort Claims	3,975	4,618	4,350	—	4,350
Official Mail for committees, leadership, administrative and legislative offices	410	410	410	—	410
Government Contributions	186,783	201,350	199,600	—	203,900
Miscellaneous Items	690	690	690	—	690
House of Representatives, Total	1,088,479	1,066,344	1,044,281	—	1,048,581

Sources: House Committee on Appropriations.

- a. The appropriations bill contains two House accounts: (1) payments to widows and heirs of deceased Members of Congress and (2) salaries and expenses.
- b. FY2004 funds are contained in P.L. 108-83, FY2004 Legislative Branch Appropriations Act. Additional FY2004 provisions that did not contain appropriations were contained in P.L. 108-199, the FY2004 Consolidated Appropriations Act.
- c. This appropriation heading was new in the FY1996 bill. The heading represents a consolidation of: (1) the former heading Members' clerk hire; (2) the former heading official mail costs; and (3) the former subheading official expenses of Members, under the heading allowances and expenses.
- d. This appropriation heading was new in the FY1996 bill. The heading represents a consolidation of: (1) the former heading committee employees; (2) the former heading standing committees, special and select; (3) the former heading Committee on Budget (studies); and (4) the former heading Committee on Appropriations (studies and investigations).

For Additional Reading

CRS Reports

CRS Report RL31812. *Legislative Branch Appropriations for FY2004*, by Paul Dwyer.

CRS Report RL31312. *Legislative Branch Appropriations for FY2003*, by Paul Dwyer.

Selected Websites

These sites contain information on the FY2003 and FY2004 legislative branch appropriations requests and legislation, and the appropriations process.

House Committee on Appropriations
[<http://appropriations.house.gov/>]

Senate Committee on Appropriations
[<http://appropriations.senate.gov/>]

CRS Appropriations Products Guide
[<http://www.crs.gov/products/appropriations/apppage.shtml>]

Congressional Budget Office
[<http://www.cbo.gov>]

General Accounting Office
[<http://www.gao.gov>]

Office of Management & Budget
[<http://www.whitehouse.gov/omb/>]

Key Policy Staff

Area of Expertise	Name	CRS Division
Appropriations Process	Bill Heniff	GOV/FIN
	Sandy Streeter	GOV/FIN
Committee Funds	Paul Rundquist	GOV/FIN
Legislative Operations	Paul Dwyer	GOV/FIN
	Mildred Amer	GOV/FIN
	Paul Rundquist	GOV/FIN

Division abbreviations: GOV/FIN = Government and Finance

Author Information

Paul E. Dwyer
Specialist in American National Government

Disclaimer

This document was prepared by the Congressional Research Service (CRS). CRS serves as nonpartisan shared staff to congressional committees and Members of Congress. It operates solely at the behest of and under the direction of Congress. Information in a CRS Report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to Members of Congress in connection with CRS's institutional role. CRS Reports, as a work of the United States Government, are not subject to copyright protection in the United States. Any CRS Report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS Report may include copyrighted images or material from a third party, you may need to obtain the permission of the copyright holder if you wish to copy or otherwise use copyrighted material.